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*The Frontier of Control.* By CARTER L. GOODRICH. New York: Harcourt, Brace & Howe, 1920. 8vo., pp. xvi+277.

The conventional approach to a study of modern industrial problems and labor movements is ordinarily by way of the common assumption that there are involved immediately two major interests: those whose privilege is conceived to be to command, to direct, and those whose duty it is to obey, to follow. It must be admitted that the circumstantial evidence and the workaday facts in the modern industrial situation bear out this conception of things—for the most part and in its broader outlines. But it must also be admitted that, in the course of the development and unfolding of the present industrial system, the privilege of the employing classes to direct and manage industry as well as the duty of the working classes to obey and execute have undergone some degree of modification.

On the other hand, the working classes have been accustomed to accept with implicit faith and without much doubt the proposition that every step in the progress of labor organization hastens the day of their deliverance from what appears to many of them as industrial bondage. The employing classes on their part take it for granted with equal unsophistication that the slightest deviation from the customary rules of business management and direction threatens their place and dominion in the present industrial order.

To appraise these hopes and fears, which for more than a century and a half of industrialism have been agitating the hearts of working and employing classes and which have often led to disastrous industrial dislocations, is the object of *The Frontier of Control*. In attempting to answer the question, "How much control have the workers got?" the author undertakes to examine carefully and dispassionately the numerous forms of control which have come to be identified with trade-union policies and methods, and which make up the creed of the modern trade unionist. Problems such as unemployment, the right to a trade, methods of payment, etc., are analyzed with a view to ascertaining the character and extent of industrial control which they imply.

After a faithful survey of these and other items in the arsenal of trade unionism, the author reaches the broad generalization that a certain degree of control of industry by the workers must be admitted to be a fact. Of course, the author is quite conscious of the ambiguity or uncertainty of the word *control* and he has taken great pains to define and delimit the term (pp. 51 ff.). But under one conception or another, whether it be a form of control exercised by apprenticeship regulation, or that involved in the choice and selection of foremen by workers, or

that form of control to which the miners aspire, it appears from this study of the British labor movement, that the struggle for control of industry is quite the paramount issue in Great Britain.

There is another point to be noted in this study of industrial control. It is the shifting of emphasis, generally speaking, from negative or defensive control to positive or offensive control. For instance, it is observed that the customary control of industry exercised by the workers has been in the nature of defending or preserving certain rights and privileges which the working classes have wrung from the employers at considerable cost. It is this sort of control which has reference to the maintenance of "vested rights" or the protection of "established expectations." Latterly, however, the aim of the working classes has come to be the attainment and achievement of control involving the *responsible direction* of industry. This is quite distinct from the *regulation* of industry which is implied in the negative control.

This change in the emphasis in the character of control would not be of serious moment were it not for the fact that, as the author rightly points out, it involves a considerable revision of the structure and also a considerable disturbance of the traditional aim and methods of trade unionism.

It may be objected that this study of working-class control of industry in Great Britain is a study of control under war conditions and in so far as these conditions are reflected in the study, it should be somewhat discounted. Of course, a like objection might be advanced if the study were to reflect present conditions of business depression and widespread unemployment. On closer scrutiny, however, it should appear that while objections of this nature seem plausible, they are nevertheless not well founded. Both the war and all its sequelae are after all to be included in the normal scheme of modern industrialism so that a due respect to the main facts in the situation would force one to the general conclusion that war and peace as well as prosperity and depression are quite normal phenomena of modern civilization. Taking one period with another therefore, as making up the "normal" conditions of modern economic organization, *The Frontier of Control* is a fair appraisal of the progress of the labor movement in Great Britain. Incidentally, it appears also from the author's investigations that *effective* control of industry by the workers still remains an aspiration, often vague and for the most part inarticulate. The book is an admirable sedative for the oversanguine friends and the alarmist enemies of the wage-earning classes.

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